



**RCMP "B" Division  
Immediate Operational Readiness Review**

Protected "A"

File No. B236-24

PREPARED BY:

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2014-11-17

## **Immediate Operational Readiness (OR) – “B” Division Review**

### **Mandate**

As a result of ongoing discussions within “B” Division over the last year, stemming from issues raised by District Policing Officers with observations brought forward by division Staff Relations Representatives, the “B” Division Criminal Operations Officer directed the Criminal Operations Readers Unit, led by S/Sgt. Chris Fitzgerald, conduct an operationally focused review of the Immediate Operational Readiness (OR) practices and its application within the Division. The Review was ordered on June 23rd with an expected completion date of October, 31<sup>st</sup>, 2014.

The review mandate is to determine if policy procedures and practices are in line with the spirit and intent of the National and Divisional RCMP policy and guiding legislation, while demonstrating stewardship and accountability of both human and financial resources in providing optimal service delivery while balancing public and police officer safety.

The review is to encompass: face to face interviews with a cross section of members, representing all Detachments, throughout the Division as well as an analysis of detachment shift schedules, Detachment Detailed Occurrence Statistic Reports (Mayors Report), current OR practices, detachment risk assessment back up plans and consultation with the National Policy Centre.

Upon completion of this review, recommendations are to be submitted to the Criminal Operations Officer for consideration and further discussion with the District Policing Officers.

### **Policy - Operational Response**

RCMP National Policy in relation to "Operational Response" was established in 2009. The policy part, Operational Manual 16.12, outlines two distinct operational response duty status profiles. Immediate Operational Readiness (OR) is defined as having designated responders for operational policing duties where an immediate response is required and Operational Availability (OA) is defined as having designated standby or availability for any operational or operational support function where an immediate operational response is not required.

The policy stipulates that Detachment and Unit Commanders are expected to avoid using OR or OA duty unless all other alternatives are impractical. During the course of their risking, and in consultation with their DPO, they are to carefully assess alternatives to OR and OA duties such as scheduling, hubbing detachments, service delivery and community requirements. They are also required to assess anticipated emergency requirements, taking into account the totality of the circumstances including the impact on individual members and the likelihood of a requirement for a response by off duty members. Where all feasible alternatives have been considered and when a need remains to provide coverage or backup by having off-duty members available, a CO/delegate may authorize OR or OA duty designations. A member designated for OR will be available to return for duty immediately when called. A member designated for OA will be available to return for duty within a reasonable period of time, as determined by his/her commander. Members are provided compensation for both OR and OA duties as outlined in the

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National Compensation Manual Part 2.7. When designated as an OR responder, the understanding is that the member is expected to remain immediately deployable; abstain from alcohol consumption; be reachable at a known telephone number; and be readily available to return for duty when contacted.

**As per the review mandate, the focus of this review will be on the Division operational response practices specific to Immediate Operational Readiness.**

Policy Reference Link: National Operations Manual Part: 16.12 (Operational Response Policy)  
<http://infoweb.rcmp-grc.gc.ca/rcmpmanuals/eng/om/16/om16-12/om16-12.htm>

### **Policy - Backup**

Part and parcel to any identified Immediate Operational Readiness requirements, it is the responsibility of all detachment commanders to ensure that a unit backup plan is completed (Form 6305), as per National Operational Backup Policy Part 16.9, to adequately reflect the first responder and/or backup requirements of the detachment based on a critical risk assessment. This policy part highlights the requirement that *a minimum of two members are available to respond to calls at all times*; if the risk assessment requires it, shifts of two or more members are to be established; *at least two members are placed on OR whenever the service requirements justify*; multiple member response is provided where required; and supervision is readily available for consultation.

Backup is defined as an urgent, unplanned response to an incident in support of a member by one or more of the following: other operational members, or operational peace officers from other provincially accredited or recognized police services. For clarity, Community or Band Constables, Auxiliary Constables, or summer students cannot provide backup and backup should not be confused with assistance, which may be provided by anyone, in an emergency situation, as governed by sec. 25 of the Criminal Code, or the general assistance required in a non-emergency situation. This policy part also outlines what occurrences would require a multi-member response, most of which are high risk occurrences such as domestic violence, threats of weapons and mental health occurrences or in any situation where the risk assessment warrants same. Members are instructed that at any stage of an occurrence or situation, they may request backup based on their individual assessment and are to treat all calls for backup as a priority. Having said this, the backup policy is very clear in that the multiple member response strategy does not preclude members from taking action before the arrival of assistance based on his/her risk assessment and the Incident Management Intervention Model (IMIM), i.e. imminent risk of grievous bodily harm or death presented during a domestic dispute. It is also worthy to note that the backup policy must be reviewed in conjunction with and the understanding of Part II of the *Canada Labour Code*.

During the course of completing the detachment backup plan, the Commander, in consultation with the local H&S Committee and members, must consider all risks specific to the detachment area to include yet not to be limited to: high demand periods, response requirements, severity of criminal activity, communication, geography, number of members available, the potential frequency of the risk occurring, the potential consequence of not mitigating the risks, the degree of risk which is acceptable, whether

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additional or alternate measures must be implemented to mitigate the risk, e.g. altered service delivery, relief members, satellite phone, other equipment, the remoteness of the location and/or restricted access as well as the proximity to back up outside the unit, i.e. neighbouring detachments. Unless there is an operational necessity, the scheduling of a member for OR while on RTO should be avoided. The Commander must ensure all members under his/her command understand their responsibilities in relation to the unit backup plan. Commanders are required to evaluate the skill of all members under their supervision in the area of policy understanding, training and IMIM risking and to ensure that the unit backup plan is followed with all calls for backup being treated as a priority. The OCC manager is also responsible for ensuring all OCC operators understand their respective roles and procedures as it relates to calls for backup and multi member responses, they are to familiarize themselves with and have access to all detachment backup plans.

*NOTE: The "B" Division OCC Manager advised that his operators do not have access nor are familiar with the Detachment Backup plans as outlined in Ops Man 16.9.3.4.5. During the course of the OR Review, it was determined that many Members are unfamiliar with their own unit backup plans.*

Policy Reference Links:

16.9 (Backup Policy): <http://infoweb.rcmp-grc.gc.ca/rcmpmanuals/eng/om/16/om16-9/om16-9.htm>

### **Policy – "B" Division Operational Response**

The "B" Division Operations Manuel Part 16.12 Operational Response is meant only to be a supplement to the National Policy Parts. The Division has established the need, based on a Division wide needs assessment completed back in 2009, the requirements for off duty members to be designated on OR when there are no members on duty or when a member may be working alone. It has been the established practice that one member on OR will be the first on call member for any after hour calls for service. When there is only one member on duty, a second member will be designated as being on OR and that any member designated for OR will be available to return for duty immediately when called. One aspect of maintaining the ability to place members on OR was to implement residency requirements for front line operational members within the Division and as such all regular members posted to general duty detachments are required to have their residence within 50 kms of the detachment building or community office to which they are posted as per "B" Division residency requirements outlined in [Atlantic Region CMM Appendix 3.3](#). The residency requirements were not solely implemented to address backup and OR requirements, yet it was a means to mitigate risk in relation to these areas. Residency requirements were also a means to complement our service delivery and community policing models. When this policy was originally drafted, the division was experiencing significant challenges on the Avalon East whereby many members were residing in St. John's.

Policy Reference Links: "B" Div Operations Manuel Part: 16.12 (Operational Response Policy)  
<http://infoweb.rcmp-grc.gc.ca/manuals-manuels/div-reg/b/om/om16-12-eng.htm>

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Residence Requirements “B” Division

[http://infoweb.rcmp-grc.gc.ca/rcmpmanuals/atlantic/cmm\\_e/cmm03-3\\_e.htm](http://infoweb.rcmp-grc.gc.ca/rcmpmanuals/atlantic/cmm_e/cmm03-3_e.htm)

*There remains some lack of clarity within the referenced policy parts around what is considered reasonable when it comes to “readily available backup” and response time for backup assistance. A member on OR has to be immediately available to respond yet there is no defined expectations as to the time it would actually take for backup to arrive. This report hopes to put some interpretative clarity around these matters.*

*It is also worthy to note that nothing within the referenced policy parts would preclude any member from availing of other options for support and backup such as; calling on off duty members not designated OR, requesting assistance from members working in neighbouring detachments who may be able to respond quicker than the designated OR or seeking assistance from other peace officer services operating nearby such as Provincial Fish and Wildlife, RNC, or DFO. Members need to have a heightened sense of situational awareness related to their duties, policing environment and understand what support is available.*

### **Relevant Background related to Backup and Operational Response**

Organizationally, the RCMP has struggled for years with the issue of police backup requirements. A review completed in “B” Division in 2006 (X-ref Bdiv 500-11) identified that a series of court rulings, Auditor General Reporting (Referencing non-compliance with the Canada Labour Code), and Human Resources & Skills Development Canada decisions pushed the issue to the forefront in 2005 when an HRSDC investigation of the RCMP in New Brunswick determined that there was no official backup policy in place and no standard dispatch protocol to send two or more members for certain interventions. The HRSDC investigation also identified the issue of response time for backup requests, in that sometimes the response time was slow due to the distances to be traveled and the lack of personnel in close proximity. At times, members requiring backup would have to call off-duty members to provide assistance as there were no standby members on call. The investigation resulted in a report which outlined that, as an employer, the RCMP failed to ensure that the safety and health at work of every person employed by the employer was protected as required by Section 124 of the Canada Labour Code along with a decision report that states, “A police Officer patrolling alone must obtain assistance from another or other officers at all times when required. This must be provided in the shortest possible delay. This resulted with the Commanding Officer entering into an “Assurance of Voluntary Compliance”. It is worthy to note that no parameters were suggested as to what would be considered a reasonable response time for backup.

Up until 2006, most RCMP officers relied upon off duty members volunteering to be readily available to respond to calls during peak hours. In April, 2006, the RCMP throughout the Atlantic Region adopted the “Stand By Level II” policy which allowed for financial compensation at a ratio of one hour for every eight

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hours “voluntary on-call” at straight time. National policy was later drafted with the intent to highlight: that no member works without readily available backup and where the service requirements justify, that at least two members are on shift at all times, and where this is not reasonable and practicable, the member working alone will have a minimum of one backup member designated on call within the detachment area. It was also proposed that where no other member is on shift, a minimum of two members are designated on call and members are to be properly compensated and afforded readily available supervision.

Considering the number of small detachments and the resource pressures within “B” Division at that time, the significant impact of this new National Policy on the delivery of policing services in Newfoundland and Labrador became quickly apparent. The distance between many detachments was in excess of 100km and or fly in only. 76% of “B” Division detachments were limited duration posts, isolated posts, and/or category II posts. There were no detachments sufficiently resourced to provide 24-hour shift coverage and resources had to be scheduled to cover peak hours. This was complicated further with the requirement to meet the legislative standards outlined in the Canada Labour Code, the OH&S guidelines around “Working Alone” and considering what is reasonable and practicable. The “B” Division review completed at that time clearly recognized, *“Backup is an essential element of policing and when requested must be available without delay.”* Due to the unique policing environment within “B” Division, various options considered had to be ruled out as being impracticable, some contributing factors included financial and human resource pressure, vast geography and isolation. Increasing all of the division detachments to a minimum of four members was deemed to be impracticable and unreasonable as it would require a minimum of 21 additional FTE's. Consideration was given to conducting a resource analysis, reallocating resources out of some of our one and two person detachments while collapsing those detachments. The Division also developed relief teams to support service delivery in some areas, especially in Labrador, to complement detachments. Throughout the past decade or so we have seen most of the one and two person detachments close with resources allocated to other areas to complement the establishment while enhancing our capacity to ensure a minimum of two members were available in detachment areas. (X-ref Division Admin File B-500-11)

The implementation of backup policies were both supported and recommended by the RCMP Reform Implementation Council Report (Brown Report), a 2007 Task Force on Governance and Cultural Change in the RCMP. The understanding of the Reform Implementation Council at the time was that while the policy on backup was announced and had already been widely implemented, some issues remain unresolved. In particular, it appeared that the way in which support is being provided to small, remote detachments meets the requirements of the policy but is operationally unsustainable for the longer term. The Reform Implementation Council appreciated that there are complex issues to be resolved, including possible adjustments to the way in which small, remote communities are served, and that these will require cooperation with the relevant contract jurisdictions. It urged the RCMP to continue to give high priority to this obviously important area.

### Reference:

B Division Admin File 500-11

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2005 Auditor General Report RCMP - Contract Policing

[http://www.oag-bvg.gc.ca/internet/English/parl\\_oag\\_200511\\_01\\_e\\_14939.html](http://www.oag-bvg.gc.ca/internet/English/parl_oag_200511_01_e_14939.html)

2005 Auditor General Report - Lack of Compliance CLC

[http://www.oag-bvg.gc.ca/internet/English/att\\_20051101xe05\\_e\\_14032.html](http://www.oag-bvg.gc.ca/internet/English/att_20051101xe05_e_14032.html)

Rebuilding the Trust

<http://www.publicsafety.gc.ca/cnt/cntrng-crm/tsk-frc-rcmp-grc/fl/archive-tsk-frc-rpt-eng.pdf>

HRSDC Assurance of Voluntary Compliance X-ref File B236-24 hard copy working documents.

### **Legislation – Criminal Code**

The Criminal Code highlights in Section 217.1 the duty of persons directing work as follows: “ Every one who undertakes, or has the authority, to direct how another person does work or performs a task is under a legal duty to take reasonable steps to prevent bodily harm to that person, or any other person, arising from that work or task.” There is no relevant or recent case law to supplement the outlined duty of the employer under Section 217.1 CC as it relates to the RCMP and current RCMP policies and procedures.

Criminal Code Sec. 217.1 : <http://laws-lois.justice.gc.ca/eng/acts/C-46/section-217.1.html>

### **Legislation – Canada Labour Code**

Part 2 of the Canada Labour Code: Occupational Health and Safety deals with maintaining the health and safety of workers in the workplace. It focuses on the recognition and prevention of hazards. The beginning of this part states the purpose here “is to prevent accidents and injury to health arising out of, linked with or occurring in the course of employment.”

The Canada Labour Code Section 124 states that every employer shall ensure that the health and safety at work of every person employed by the employer is protected. The compliance standard applicable is that of due care and diligence. In order to comply with the general duty under s.124, the employer must take all measures reasonable in the circumstances to protect the health and safety at work of its employees.

*(X-ref case law in R. Snyder 2013 annotated CLC p.832, including Stone v. Canada.)*

Section 125 sets out the duties of employers with regard to the health and safety of their employees. A list is provided of 45 general and specific duties for the employer to follow. For example, these duties include providing first-aid facilities, potable water, sanitary and personal facilities (i.e., washrooms), prescribed safety materials, equipment, devices and clothing, and so on. These duties extend beyond the workplace and include all areas in which an employee may travel in the course of a work day for activities that are under the employer’s control.

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Section 126 sets out the duties of employees. It is their duty to, “take all reasonable and necessary precautions to ensure the health and safety of the employee, the other employees and any person likely to be affected by the employee's acts or omissions” [s.126(1)(c)] and to use any safety features that the employer provides.

The employer must take all measures reasonable in the circumstances to ensure that the employee is, while at work, safe from injury and risks to health and, in particular, must provide and maintain so far as is reasonably practicable a safe working environment; and safe systems of work; and provide any information, instruction, training and supervision reasonably necessary to ensure that each employee is safe from injury and risks to health.

Although police officers are not specifically mentioned in the Canada Labour Code legislation or Regulations, the expectation, from the reviewers' perspective, is that the employer provides such things as reliable means of communications and a duty matrix for isolated employees and those working alone that are considered reasonably safe to be performed by a police officer working alone.

During the course of completing a risk assessment, preparing a backup plan and scheduling OR duties, the Commander must also consider the legislative framework pertaining to the Canada Labour Code, Labour Program related to workers working alone at a work place under the control of the employer, and provisions of the Criminal Code related to the responsibilities of employers in directing work. The RCMP is required to implement its policies in a manner that will demonstrate due diligence towards the safety of members.

Reference Link: Canada Labour Code: <http://laws-lois.justice.gc.ca/eng/acts/L-2/index.html>

### **Canada Labour Code - “Taking Reasonable Measures”**

Before deciding on whether or not measures to be taken are reasonable to comply with the requirements of the Canada Labour Code, several factors need to be considered. These include both technical and financial aspects of compliance measures. The cost of compliance with the requirement must significantly outweigh the benefit before it is reasonable to set the duty aside or substitute an alternative requirement. The employer (RCMP) must weigh the effort, time, and cost of eliminating the hazards and the probability of injury and illness.

On examination of the “B” Division detachments, more specifically smaller detachments, it shows that they share similar characteristics: located in rural and remote communities; increased social, economic and fiscal challenges; older demographic structure; population decline; geographic isolation; and low crime statistics. Many of the division's 2 to 5 member detachments have relatively light workloads, incarcerate few prisoners and deliver a service that is comparatively expensive considering the population base. Based on the need to balance local and provincial resources and needs, especially in remote communities, the number of members is often based on minimum resourcing levels and a reasonable risk assessment and management process.



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A framework for assessing risk must include:

**The Risk** – the degree of risk present and how significant the existing hazard.

1. The nature occurrences which will require a multiple member response.
2. The potential frequency of calls and/or incidents requiring multiple member response.
3. The potential consequence of the occurrence.

### **Compliance with the Act and Regulations-(Due Care, Diligent and Reasonable in the circumstances)**

1. The technical aspect of complying – is it possible to comply and will compliance introduce other hazards or areas of non-compliance.
2. The impact on complying – will the required measures advance occupational health and safety enough to make a noticeable improvement?
3. The economical aspect – for the amount of improvement to OHS, would the cost be justified (additional members on call, two on call per detachment, closing detachments etc.)?
4. The length of time during which the initial requirement will benefit the work place – how long will the measures taken be in place and is it sustainable?
5. The attempts made to comply with the initial requirement – has an effort, which is undertaken, resulted in the best improvement possible in occupational health and safety?
6. The greatest overall risk reduction strategy – an improvement in a high risk area/unit may be more beneficial than the same improvement in a low risk area/unit.

*Note: The understanding of the risking process and a properly completed unit risk assessment and backup plan is critical in being able to make an informed decision in mitigating risk.*

### **Canada Labour Code - Working Alone**

There are no provisions in the Canada Labour Code, part II, which specifically address the situation of employees who work alone. Employers are bound by section 124 of the Code which states, “Every employer shall ensure that the safety and health at work of every person employed by the employer is protected”. Therefore, a solitary worker is entitled to receive the same level of protection as two or more employees who work under the jurisdiction of the Code, and, also has the right to refuse dangerous work.

The definition of Danger for the purpose of the CLC has recently changed to “any hazard, condition or activity that could reasonably be expected to be an imminent or serious threat to the life or health of a person exposed to it before the hazard or condition can be corrected or the activity altered”. This amendment was made to clarify and reduce the complexity of the previous definition and to ensure that work refusals are used only when employees are facing an imminent or serious threat to their life or health.

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Under the Canada Labour Code, employers continue to be responsible for the safety and health of all of their workers, regardless of whether or not they work alone. Part II of the *Canada Labour Code* as well as the *Canada Occupational Health and Safety Regulations*, however, outline specific situations or areas of work, some of which include working in confined spaces and work whereby there is a hazard of drowning. The act of working alone, in itself, should not make a job more hazardous. This presumes that the employee has received adequate training, and has, at his/her disposal, all the proper tools, equipment and protection equipment etc. required by the *Regulations*. However, certain jobs such as policing are inherently riskier than others. Therefore, police officers working alone may be concerned that if they become seriously injured, the absence of others around them may prevent them from receiving immediate, possibly life-saving treatment. The origin of such an emergency can vary, whether it is a workplace injury, personal illness, or personal harm as a result of the job function.

As part of our planning, the RCMP Commander and the safety and health committee should meet to assess the safety and health risks associated with each particular job. This would include identifying the potential severity (risk factor) by analyzing the nature and potential frequency of the risk occurring and the potential consequence of the occurrence. Then it must be decided whether the risk is inherent in the job, what degree of risk which is acceptable under the given circumstances, and, whether additional safety measures must be implemented. A prominent factor to be considered, with respect to the situation of working alone, involves the remoteness of location and/or restricted access. If, after evaluating the foregoing, it is concluded that additional safety measures are warranted, there are a number of options the employer may implement, aimed at reducing the risks facing the solitary worker and, in the event of an accident, at improving emergency notification and response time. For example, proper communications with the OCC, timers, and pre-established check-in times when the member is working alone, mandatory training compliance, or enhancing OR options peak periods. In any case, it remains the responsibility of the RCMP employer to ensure the safety and health of every employee at work. Through discussion with the safety and health committee, the affected member(s), and examination of the work environment, many different alternatives may be found to be available to ensure that the members working alone would not be placed in a situation of undue risk, by virtue of their solitude.

Reference Link: HRSDC Guideline Workers Working Alone at a Work Place Under the Control of the Employer: <http://www.labour.gc.ca/eng/resources/ipg/059.shtml> *(Not entirely applicable to policing work since the workplace is not always under the control of the employer, while the activities are, however.)*

### **Training and Safety**

In efforts to meet the requirements of the Labour Code of Canada and enhance the overall health and safety of our employees, “B” Division has commenced the procurement and roll out of Hard Body Armour and Patrol Carbines. The Division is currently reviewing a 2009 needs assessment to ensure that our procurement and training needs are met. “B” Division has also implemented “block training” as a means to enhance compliance with mandatory CPR/First Aid, Operational Skills Maintenance, PARE and IMIM Scenario Based Training.

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Commanders are to ensure members remain current in their mandatory training. Re-certifications critical to the health and safety of members would include, yet not limited to: annual firearms, conducted energy weapon, operational skills maintenance, scenario based training, IARD and IMIM. It is critical that the RCMP provide members with the knowledge, skills and abilities to mitigate risks associated to their employment and/or working alone.

It is worthy to note that neither the RCMP Backup policy nor the Immediate Action Rapid Deployment (under Ops Manual Part 16.10) preclude a member from acting alone under exigent circumstances and suggests that the circumstances may require that a member respond immediately should the individual risk assessment warrant same, especially in cases where there is an imminent risk of grievous bodily harm or death. (ie domestics or active shooter). Police work comes with inherent risks, an unpredictable working environment combined with the high public expectations that police will intervene when required, especially in situations where intervention would mean preservation of life.

In consultation with the “B” Division RCMP Training NCO, it has been determined, in the interest of public and police officer safety, training techniques and tactics have shifted in recent years from scenarios based solely on a two officer situations or one officer situations with backup available within minutes to scenarios where a member is working alone and backup may be some time in coming. The development of operational guidelines specific to single officer responses where backup may be in excess of an hour away is a critical training component in assessing member response. Operational guidelines must incorporate information on tasking, environmental conditions and officer and offender characteristics.

Members who display lower levels of confidence in their training and operational competency skillsets generally display a higher degree of uncertainty and concern around individual safety and working alone.

Reference Link:

National Operations Manuel Part 17.1 Incident Management Intervention Model: <http://infoweb.rcmp-grc.gc.ca/rcmpmanuals/eng/om/17/om17-1/om17-1.htm>

National Operations Manual Part 16.10 Immediate Action Rapid Deployment: <http://infoweb.rcmp-grc.gc.ca/rcmpmanuals/eng/om/16/om16-10/om16-10.htm>

### **Open Source Research**

#### **Rural vs Urban Policing**

There's a widely held view that urban areas are more dangerous. But is it true? According to Statistics Canada, the murder rate is higher outside big cities, and has been for at least a decade. Incidences of major crimes like murder and sexual assault are fairly consistent in cities and rural areas.

On a per capita basis there's a greater likelihood that someone in a rural area is a firearms owner than someone in a city. The perils of a rural environment extend to law enforcement. In rural Newfoundland and Labrador, lower population density means more wide open spaces. But because there are fewer

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people, there are also fewer police officers, which mean rural officers are often investigating incidents with little or no backup. Officers policing rural parts of the Province often find themselves dealing with difficult calls involving intoxicated people and domestic violence situations that they're required to respond to on their own. Police officers who work in small rural communities typically form bonds with the local people. This, too, can have its disadvantages. The lack of anonymity means that a disgruntled resident could easily target an officer. There have been circumstances where police officers are threatened, their property is damaged, their family is threatened because they end up having a negative contact with someone in a small community and that person knows exactly where they live, they know what car they drive, they know where their children go to school.

One of the most significant differences between the urban and rural policing models within the Province of Newfoundland and Labrador relates to response time. Despite the comparative overall resource complement, the overall population and geographic area of the RCMP detachment is greater than that of the RNC. While response is regarded as a priority, relative to the RNC, in many cases the RCMP response time is necessarily longer. This problem with rural policing arises primarily because of the relatively large detachment area. With few officers available, it can take some time before an officer can arrive on a scene. In more difficult situations where a multi member response is required more time passes before sufficient officers can arrive to handle the situation. This difference, however, must be qualified in several ways. First, the detachment is located in the most populous part of the detachment area in which most of the complaints are generated. Officers on patrol, particularly in the evening when response is the practical priority, tend to remain centrally located. In the towns, on the other hand, while response can be quick for routine complaints, there is often only one officer working at a given time. Escorting prisoners to jail, or attending court, or having papers served or authorized, may take the officer out of town. Response time for immediate complaints, then, can be problematic and negatively impact overall service delivery.

In reviewing the respective annual reports of both the RCMP and RNC it is clear both police services are relatively consistent in respect to crime types and calls for service. The RCMP polices over 17,500 kilometers of shoreline, over 300,000 square kilometers of land mass, nearly 60% of the population, and police over 430 communities. The RNC, although comparatively resourced, polices the four cities in the Province and some surrounding bedroom communities. A fair estimate would be that the RCMP spends up to as much as 30 to 40 percent of their time travelling to complete their core policing duties. The geographics alone have a significant impact on our service delivery model as well as the requirements in having small pockets of policing resources strategically located throughout the Province with the inherent risks associated with same.

### Reference Links:

<http://www.rnc.gov.nl.ca/publications/AnnualReports.html>

<http://www.rcmp-grc.gc.ca/nl/publications/index-eng.htm>

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### **Police and Violent Incidents**

A 1995 RCMP study, albeit dated, of violent incidents reported that one third of the reported injuries occurred between 2200hrs and 0200hrs and over 40% on Saturday and Sunday. In 40% of the incidents reported, one member made the initial response. In 25% of the incidents, only one member was involved. Of the latter group, which is 12% of the total, 57% said they were working alone and handled the incident themselves while 37% said they were alone in the community at the time. Even though the study found that the availability of backup is often regarded as a critical factor in officer safety, in only 47% of the cases, members said they asked for backup. In 13% of the cases the member said they did not have time to call backup and 12% advised that they did not call for backup as no one was available. When RCMP backup was provided, it was less than 20 minutes in 85% of the time.

There is no correlation between an injury received during a reported incident and whether or not the unit was at strength. When only one member handled the incident, members who were alone in the community were slightly less likely to receive an injury.

Canadian research on police and assault focuses primarily on the risk of assault for police officers compared to other occupations, and some discussion regarding solutions for and prevention of assault of police officers. This research identifies characteristics of the perpetrators responsible for the violence towards police officers. One Canadian study indicated that police officers are at greatest risk of time loss due to violence. Police officers have more than double the risk of violence than workers in all other occupations. An officer is far more likely to be assaulted when arresting and transporting suspects and prisoners than when responding to other problems. The Canadian research indicates that the perpetrators responsible for violent acts on police officers are overwhelmingly young, male, and economically and socially disadvantaged. Solutions suggested for the prevention of violence towards police officers include primarily two suggestions. The first involves staffing levels of police officers. Low staffing levels can increase the risk of assault on police officers. By increasing the number of police officers that respond to high-risk situations, police officers would be better prepared to handle the situation. A second suggestion for prevention of assault on police officers is for increased training of the officers. Research indicates that when an officer is prepared for the possibility of assault, the probability of the officer being injured decreases.

There are significant challenges faced by first-response officers when performing their duties solo. Although crime rates and types of offenders are changing, the rate of police contact with intoxicated offenders is not decreasing and police are frequently the first point of contact with mentally ill people entering the criminal justice system. Encounters between police and mentally ill individuals usually involve arrests for petty crimes, or when individuals have been detained for their own safety and/or the safety of others. A high percentage of assaults and resist arrest against police continue to be alcohol-related.

It is worthy to note that the Province of Newfoundland and Labrador continues to have one of the lowest violent crime rates and/or offences perpetrated against police officers in Canada as well as the lowest member involved shooting incidents. This is significant considering that the people of the Province possess the second highest number of firearms per capita in Canada.

## **Immediate Operational Readiness (OR) – “B” Division Review**

### **Working Alone and Workplace Attitudes**

There has been little research completed in the area of back up and no know research conducted with respect to “Immediate Operational Readiness”. The deployment of officers in one and two person patrols/responses varies both between and within jurisdictions. Research typically focuses on two aspects of single person patrols; the effectiveness and safety of the practice and police officer perceptions of single person patrols. Single person patrols have great appeal for police management as they are viewed as being efficient and cost-effective, whereas two person patrols are considered preferable from a safety perspective.

There is also debate about whether the practice of single person patrols is an inefficient use of resources as they are more likely to require backup than two person patrols and therefore could be considered a ‘false economy’. On the other hand, it has been suggested there is little evidence to support this assertion because the vast majority of incidents require no more than one officer. There are mixed findings and opinions on its viability and effectiveness of officers working or patrolling alone.

It is widely recognized that police officers are faced with greater OH&S risks than those working in other occupations. Being attacked or injured on the job by an offender is of primary concern for many officers. In addition, officers who are assaulted are more prone to increased levels of alienation and decreased levels of job satisfaction and work-related support.

Some of the workplace risk factors identified by Occupational Health and Safety that are applicable to police officers:

- contact with the public;
- working with unstable or volatile persons;
- working alone or in small numbers;
- working late at night or during early morning hours;
- working in high-crime areas.

Even though injuries from assaults are relatively rare, they can have significant long-term emotional and physical effects on victims.

Studies which have ranked the type of call based on the ratio of assault and injury to police seem consistent in that the types of calls ranked from most likely to least likely to result in an officer assault were “mentally health calls” (most likely), handling prisoners, other arrest, domestic disturbance, general disturbance, robbery, other, suspicious persons/circumstances, traffic and burglary (least likely). Offences not placed in any of the police activity category such as rape, damage to property and theft, were allocated to ‘other arrests’. It was found that officers are at greater risk of victimization when they deal with an individual impaired by either drugs or alcohol, when they encounter the individual at night, when it is a police initiated encounter, when bystanders are present and when the officer knows the location is dangerous.

## **Immediate Operational Readiness (OR) – “B” Division Review**

Almost all that has been written on the subject suggests that the exclusive deployment of two-officer patrols/response is also an economic impossibility. Government resources are not infinite; they are limited by fiscal and tax considerations. As crime increases, the demand for police officers also increases. In view of the limitations on expenditures, it is important to obtain the best results with the resources available. Researchers contend that there is a much greater return in productive services from the investment of tax funds in single officer patrols.

There is no evidence to support the contention that officers operating in two-officer responses are safer or more subject to physical attack. The statistic seems to indicate that the presence of a second officer does not guarantee personal safety. Studies have also found that officers who work alone do not have a higher risk of injury and conclude that one-officer patrols/responses are more cost effective and are at least as safe as two-officer patrols.

It is also often argued that an officer working alone is less likely to act without caution than is the same officer working with a partner. The presence of a second officer may serve to discourage caution and prevent the officers from prudently assessing danger or taking suitable precautions. When an officer is alone he or she is completely self-dependent for his or her safety and welfare. Some would argue that an officer working alone is safer because the presence of a second officer reduces reasonable caution. An offender who is approached by a single officer may offer no resistance because the officer is not abusive or threatening.

Despite most research focusing on the activities considered appropriate or inappropriate for single person patrols or working alone, there was little comprehensive research on the overall impact on officer effectiveness, beyond factors such as response times and complaints. The literature shows that there is often a difference between police management and operational police perceptions of the merits of single person patrols. Police management often employ single person patrol policies on the basis of factors such as efficiency and finite resources balanced with officer safety concerns; however, many operational police and their associations believe that the risks outweigh any perceived benefits. However, it should not be assumed that management and officers fall neatly into either category, or that the issue has only two distinct and opposing views that are always going to be in conflict.

*Note: The application of the available research findings to the current “B” Division review prove to be somewhat problematic as they do not specifically speak to immediate operational readiness or timeliness of backup for members working alone, however, they do provide some insight around working alone in a policing environment.*

From the police officer's point of view, opinion on working alone is mixed, but the majority of frontline officers interviewed did not like the concept. Particular concerns included that it was strenuous, a feeling of constantly having to 'watch one's own back', not wanting to engage with potential threats late at night, and that they considered themselves easy targets. As well as possible apprehension about facing danger alone, there is also the more indirect concern after a dangerous incident of them not sharing the incident with another officer.

It has been noted that officers prefer not to work alone or without timely backup. It is considered to be both safer and more effective. Furthermore, negative occupational outcomes can be expected among officers who perceive increased dangers resulting from single person patrols and who are required to undertake these patrols.

## **Immediate Operational Readiness (OR) – “B” Division Review**

Some officers with experience working alone indicated an increased sense of loneliness, anxiety and stress. Members working alone have to be well versed in legislation, general orders and police policies and procedures as they do not have the luxury to ‘bounce’ ideas or seek assistance from a partner and sometimes radio or phone communication is not always a viable alternative.

It was also suggested that working alone have the potential to negatively impact an officer in the following situations:

- uncertainty around knowing when help will arrive if an incident becomes violent; and
- being unable to attend urgent jobs that could reduce the likelihood of harm to victims or people

Policing is recognized as one of the most stressful occupations. A substantial amount of research over the least three decades has found police officers are at risk of physical health problems, burnout and psychological issues such as PTSD/Occupational Stress Injuries, as well as smoking, suicidal thoughts and alcohol abuse. As well as experiencing many of the stressors normal to most workplaces (balancing work and family, excessive workload, lack of control and lack of support), police are also required to interact with hostile suspects and offenders and emotionally distressed victims. As such, the minimization of stressful situations for police is considered paramount. However, there is limited information on whether being deployed in single officer responses can add to this stress, or if it has no significant impact.

In addition, facing unpredictable tasks can increase levels of stress for police officers dealing with operational situations, which is a key risk factor of psychological distress. Some studies have shown that nearly 20 percent of police officers showed levels of psychological distress high enough to warrant support from a mental health professional. These rates were also twice as high as the national population. As well as serious health effects, psychological distress may also lead to stress compensation claims. Additional organizational and productivity consequences of these high levels of psychological distress were identified, including lower levels of job satisfaction and engagement, and increased risk for turnover.

*Note: During the course of this review, some members identified being diagnosed with symptoms of PTSD/Occupational Stress Injuries related to working alone and involved incidents where backup was not readily available.*

The RCMP has made significant inroads in establishing a mental health and employee wellness strategy in support of its employees. It has been recognized that police work, the exposure to traumatic events, as well as working alone compounded over time combined with the isolation of some postings impacts members differently. At times, these working variables may contribute to various stressors or mental health issues such as depression, anxiety, PTSD or even suicide.

Members must recognize that they should not wait until things go bad to ask for help. Backup for most members means having another officer on scene. Officers like to be prudent in requesting backup. They don't want to impose on other officers. They don't want to be seen as incapable of handling their own responsibilities. Most importantly, they don't want to create a reputation as the “boy who cried wolf,” where their frequent requests for assistance finds them with no one rolling when they really need help. As a result, many officers forego requesting backup once a situation is deemed “secure.” The suspect has been searched, is in custody, and seemingly cooperative. But such circumstances are exactly when you might want to have a backup officer on hand, especially as members will undoubtedly be working alone. Having a second officer on scene can prevent, or at least mitigate, unfortunate surprises while affording officers more options.



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First Response: <http://www.aic.gov.au/publications/current%20series/tbp/41-60/tbp049.html>

One Officer Versus Two Officer Police Cars: [http://www.fcpc.org/pdf/one\\_vs\\_two\\_office\\_police\\_cars.pdf](http://www.fcpc.org/pdf/one_vs_two_office_police_cars.pdf)

### **Conducting the "B" Division Immediate Operational Readiness Review & Review Findings**

On June 23<sup>rd</sup>, 2014, the OIC of "B" Division Criminal Operations directed an operational review be conducted in relation to immediate operational readiness.

On July 3<sup>rd</sup>, 2014, all Detachment Commanders were provided with a summary of the review mandate. They were asked to submit relevant information for analysis to the lead reviewer to include shift schedules and most current backup plans as well as to provide input as to their current OR practices prior to the reviewers conducting Detachment visits.

On July 17<sup>th</sup>, reviewers met to discuss the "Review" mandate, establish the field interview and review process. It was established that Sgt. Ignatius Hall would conduct interviews and site visits in relation to this review in the Labrador District, Sgt. Tom Murray would be responsible for the East District and S/Sgt. Chris Fitzgerald would be responsible for the West District. Completion of the site visits along with a good sampling of interviews with a "District Summary Findings Report with Recommendations" was diary dated for the end of September, 2014. Each reviewer was also required to conduct an interview with the appropriate District Policing Officer. To ensure some sort of consistency with the types of questions posed during the individual interviews prepared a questionnaire. Upon completion of the "District Summary Findings Report with Recommendations" the reviewers agreed to meet and discuss the findings in early October in preparation of compiling the final report for the OIC of Criminal Operations by the end of October.

On October 20<sup>th</sup>, reviewers met to discuss independent review findings and direction provided as to the compilation of a summary of findings report specific to the respective Districts in preparation of compiling the final report.

For the purposes of this review, a 2013 Detachment Detailed Occurrence Statistic Report (Mayors Report) for all violations as well as a 2013 Detachment Workload Report was used as a reference along with the most recent Backup Unit Plan (6305). SBOR references are related only to what has been reported, understanding that the reporting of required SBOR incidents in the Division may not be 100% compliant. A total of **94** personal interviews were conducted as well as a written submission received from all Detachment Commanders.

### **Atlantic Region at a Glance**

The Atlantic Region Review Services does not have any guides specific to conducting a review of Immediate Operational Readiness or Backup. "J", "H" and "L" Divisions do not have any designated isolated detachments and significantly fewer remote detachments than "B" Division and as such have

## **Immediate Operational Readiness (OR) – “B” Division Review**

experienced significantly less issues with the implementation of OR and Backup procedures. All Divisions within the region have back up plans in place and response times are not set in stone. “J” Division is currently running 3 Districts and resources are allocated as required for back up and OR duties. Contingency plans are in place to allocate resources between detachments or districts if required and/or utilize municipal police services when backup is required. Grand Manan and Campobello can be challenges for back-up yet a process is in place to ensure no member is left there alone. “L” Division has made some significant changes in their policing model this past May. “L” Division currently has three Districts which all run on the same parallel schedules. They have been able to eliminate all operational readiness by providing 24 hour coverage. During the quiet hours, there are members from two Districts covering the eastern part of the Island and another two covering the western part. “H” Division practices hubbing between many of their small detachments that require resources necessary to have two Operational Readiness members available. The larger detachments tend to have sufficient enough resources to have 2 Operational Readiness members on call at all times. The “H” Division policy would suggest that there be two off duty members designated OR for each Detachment and that members must be within a 40 kilometer radius of the detachment when designated OR.

### **DSSR Comments**

The DSSR outlined their position on OR as it relates to discussions they have had with some members in the field. The feedback they have received suggests that many detachments not be in compliance with RCMP OR and Backup policy. They identified a number of detachments who are relying on a neighboring detachment as backup while working and/or after hours while on OR.

The DSSR has outlined as a “contentious” issue the fact that members are working alone and their readily available backup in many of these detachments are beyond what would be considered readily available. Distances between some detachments range between 80-100 kilometers or more apart. They have expressed that there are times when a member can wait for backup but there are also times when a member has to act alone, for example when the member or the public are in imminent danger. They have also expressed that the distance that a member has to travel when acting as backup from a neighboring detachment causes a slower response time to a backup call. It is their position that this slower response time also raises the issue of the Health and Safety of the members and reference Section 124 of the Canada Labour Code whereby “Every employer shall ensure that the health and safety at work of every person employed by the employer is protected.”

The DSSR’s requested that, during the review, reviewers pay particular attention to specifically identified detachments to ensure compliance with the RCMP Backup Policy/Immediate Operational Response policy along with the Canada Labour Code.

Some questions that the DSSR’s would like to have confirmed through the course of this review are as follows:

- *Is there a completed 6305 on file at the detachment?*
- *Has it been completed and signed of within the last 12 months up to the Commanding Officer's Level?*

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- *If it is not complete and signed off when was the most recent Back-up plan signed off by the commanding officer?*
- *Does the B Division OCC have an updated copy of the 6035?* s.16(2)

### **West District – Reviewer S/Sgt. Chris Fitzgerald**

**Port Aux Basques Detachment** is an eight person unit with a Sergeant in charge located approximately 170 kilometers from the nearest neighbouring detachment. The risk assessment indicates that the detachment is appropriately resourced to manage multi member responses and backup requirements. The detachment manages its OR requirements as hubbing is deemed to be impracticable. The detachment manages a minimal number of prisoners and they have a relatively low volume of high risk files and a moderate amount of mental health complaints. The overall criminal code caseload per member for 2013 is 61. They have experienced 2 incidents of assault on police officers and four files that warranted the submission of an SBOR report. When fully staffed, the detachment has adequate resources to manage OR requirements, while maintaining a good work life balance.

The Detachment Commander manages the shift to ensure appropriate OR duties are assigned and backup is available. members are scheduled OR after hours, in the event backup is required. In the event of resource issues within the Detachment, there is a practice of the DPO approving the reallocation of resources within the District after consultation with respective Commanders to provide interim support. The traffic services member is also available to provide support when required. The review did not identify any high risks associated with the management and practices at this detachment in respect to OR or backup. The current practices allow for a good work life balance with unfettered time off.

**Bay St. George (Stephenville Detachment)** is a twenty five person unit with a Staff Sergeant in charge located approximately 80 kilometers from Corner Brook and 170 kilometers from Port Aux Basques. The Detachment is complemented with a designated traffic and GIS unit. BSG is a busy detachment with a relatively high volume of serious person offences, prisoner volume and mental health complaints. The overall criminal code caseload per member in 2013 is reported to be 96. The 2013 Mayor Report reflects 15 assaults on police officers and 25 resist arrests with only 8 SBOR reports submitted. BSG currently has a shift schedule and experience call outs approximately once a week. During normal business hours, BSG has a members on shift. BSG is sufficiently staffed to manage their own OR and backup requirements. They have members on OR duty after hours, should backup be required. BSG does not entertain hubbing as it is deemed to be impracticable. The overall risk for this detachment in relation to backup is considered low based on the current establishment and scheduling practices. The current practice allows for a good work life balance and unfettered time off.

The risk assessment indicates that the detachment is appropriately resourced to manage multi member responses and backup requirements.

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It was determined during the course of this review that the DPO is sensitive to the concerns and has approved means to mitigate risks. (See comments from DPO Interview)

**Burgeo Detachment** is a three person unit with a Corporal in charge. It is somewhat isolate and located approximately 185 kilometers from BSG Detachment. Burgeo Detachment has a very low volume of calls for service with very low person offences or mental health complaints. The overall criminal code caseload per member in 2013 is reported to be 10. There are no reported offences against police or SBOR reporting. Call outs and request for police back up is rare.

Incidents have also been reported whereby citizens attend the homes of the members seeking police assistance. The current OR and Backup practice in Burgeo is that the members are either working or on OR and provide backup for each other. Both members feel that the current practice works well and offers a most optimal work life balance for such a small unit. When a member is AOL or on training, the Commander works with the DPO in identifying appropriate relief.

The overall risk is low and the current practice appears to be meeting the service requirements. The current Commander cannot recall any incident

The Commander has also suggested that if the hard vacancy was filled then they would be in a position to manage their own shift, OR and Backup responsibilities.

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s.16(2)

**Corner Brook Detachment** is a 9 member unit with a Sergeant in charge. This unit is currently running with 2 vacant positions. Corner Brook is located approximately 50 kilometers from Deer Lake and approximately 80 kilometers from Stephenville. Corner Brook Detachment has a low to moderate caseload and deals with a moderate amount of violent person offences, mental health and liquor related complaints. The overall criminal code caseload per member reported in 2013 is 61. They have no reported offences against police and no SBOR reports. The Detachment is located within the RNC jurisdiction where they enjoy a healthy and supportive working relationship. The Corner Brook Detachment experiences less than 1 callout per week on average. When fully staffed the Corner Brook Detachment is capable of managing their respective OR and backup requirements.

that the primary responder is left with

completing all the file work. This issue should be managed by the Commander to ensure work is distributed equally amongst the unit. There is nothing preventing calling out other members to support a particular investigation once the immediate concerns for backup assistance is addressed. Members have utilized the RNC as backup when required. There are no recommendations in relation to OR or backup specific to this detachment. The current practices allow for a good work life balance with unfettered time off. The overall risk is low and the current practices appear to meet service requirements.

*Note: As found with a number of detachments, members need to enhance their overall awareness of their policing environment when considering backup. The OCC should be able to identify the nearest possible backup resource based on their knowledge and tracking of where members are currently working in neighbouring detachments or support units. There are cases whereby a BSG member or traffic member may actually be more readily available than the designated backup member.*

*It is also noted that many members continue to practice voluntary availability for the designated OR member when they are hubbing with other detachments without compensation in the interest of safety and teamwork.*

**Deer Lake Detachment** is a 12 member unit with a Sergeant in charge located some 50 kilometers from Corner Brook and approximately 128 kilometers from Springdale. Deer Lake Detachment is complemented with a designated traffic unit. Deer Lake Detachment has a relatively low caseload and deals with a low to moderate amount of violent person offences, mental health, prisoners and liquor related complaints. The overall criminal code caseload per member reported in 2013 is 61. They have 1 reported assault on a police officer and 6 reported resist/obstruct PO with 2 SBOR reports. Deer Lake Detachment utilizes both Corner Brook and other specialized/support services for back up requirements when required, they try to have a minimum                      members working during their normal shift coverage. During the "quiet hours", there is                      should a backup member be required.

When the shift is short, the detachment NCO's will cover off service requirements for OR and backup. The preference of some members would be to have 2 members designated OR during quiet

## **Immediate Operational Readiness (OR) – “B” Division Review**

hours yet the overall risk is low. Members are aware that they can call in additional resources should the need arise and are not solely dependent on the OR designate.

There are no specific recommendations specific to OR or backup for this detachment. The risk assessment indicates that the detachment is appropriately resourced to manage multi member responses and backup requirements. The current practices allow for a balance between work and unfettered time off while meeting service requirements.

**Rocky Harbour** is a 5 member unit with a Sergeant in charge and is located 70 kilometers from Deer Lake and 157 kilometers to Port Saunders. Rocky Harbour Detachment has a low to moderate caseload and deals with a moderate amount of violent person offences, mental health, prisoners and liquor related complaints. The overall criminal code caseload per member reported in 2013 is 41. They have no reported assaults against police and 1 reported resist/obstruct PO with no SBOR reports. Rocky Harbour has 1 member scheduled to work days and 4 members scheduled to work nights. During the dayshift they depend on 1 member unless exigent circumstances warrant calling out off duty members. After hours 4 nightshift members are designated OR.

This detachment has experienced low levels of risk related to officer safety. Currently this detachment is managing the OR and backup risking and requirements and there are no specific recommendations being made. The overall risk is low and the current practices appear to meet service requirements.

**Port Saunders** is a 5 member unit with a Sergeant in charge and is situated on the Northern Peninsula between Rocky Harbour (157km) and Flowers Cove (99km). Port Saunders Detachment has a low to moderate caseload and deals with a low volume of violent person offences, mental health, prisoners and liquor related complaints, the overall criminal code caseload per member reported in 2013 is 52. There are no reported offences against police for this period. The vast majority of occurrence types fall under various provincial statutes.

This detachment is currently updating their backup plan and have recently made some changes to their shift schedule to better manage coverage, OR duties and backup. Flowers Cove Detachment has experienced some resource shortages

It was found that many members are voluntarily agreeing to be available for the member working alone or designated

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OR without compensation. The number of incidents where backup has been required has been reported as low yet the risk in relation to the time for that backup to arrive is high.

*Note: The risk is greater when a member is working alone and determines backup is required while engaged in a service response or policing activity, in these situations depending on backup from a considerable distance away may not be considered reasonable compared to a situation whereby the same member is designated OR and receives a call at home that can be properly assessed to determine if the designated backup is required and can await arrival prior to responding. This is a consistent concern expressed by many members where hubbing between detachments occurs, especially when the backup response is in excess of 30 minutes and could be up to as much as an hour or more. Consideration, based on the risk, should be towards designating a member OR when a member is working alone and then hubbing after hours with a neighbouring detachment. Based on a proper assessment these considerations may mitigate risks when officers are working alone with minimal impact on service delivery after hours as the overall call out are minimal.*

**Flowers Cove** is a 3 member unit with a Corporal in Charge and is situated on the Northern Peninsula approximately 99 kilometers north of Port Saunders and 105 kilometers south of St. Anthony. Flowers Cove Detachment has a very low caseload and deals with a low volume of violent person offences, mental health, prisoners and liquor related complaints, the overall criminal code caseload per member reported in 2013 is 13. There are no reported offences against police for this period. The vast majority of occurrence types fall under various provincial statutes. The likelihood of a member being called out is also low.

As for any recommendations for these two detachments, there are a couple of options that could be considered and already have been subject to discussions.

Commanders in consultation

with the DPO and community leaders should consider new service delivery model/expectations to minimize OR costs when the risk of call outs is low.

Through continued working partnership with agencies such as DFO and Provincial Fish and Wildlife Enforcement, Commanders are encouraged to engage these agencies in discussions around interagency support and backup.

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*X-ref Note Port Saunders.*

**St. Anthony** is a 4 member unit with a Sergeant in charge and is situated on the Northern Peninsula approximately 99 kilometers from Flowers Cove and 129 kilometers from Roddickton. St. Anthony Detachment has a low to moderate caseload and deals with a low volume of violent person offences, mental health, prisoners and liquor related complaints, the overall criminal code caseload per member reported in 2013 is 31. There was one reported offence of resist/obstruct a peace officer, no reported assaults against police and no SBOR reported. The vast majority of occurrence types fall under various provincial statutes.

St. Anthony averages about one call out per week after hours. The issues with the current OR and Backup practices are consistent with those expressed for Port Saunders and Flowers Cove and similar consideration should be given to the recommendations previously outlined. Relief members have been utilized in the past when resource issues arise.

*X-ref Note Port Saunders.*

**Roddickton** is a 3 person unit with a Corporal in charge and is located 129 kilometers from St. Anthony and 111 kilometers from Flowers Cove. Roddickton Detachment has a low to moderate caseload and deals with a low volume of violent person offences, mental health, prisoners and liquor related complaints, the overall criminal code caseload per member reported in 2013 is 31. This detachment is consistent with other Northern Peninsula Detachment in that the vast majority of occurrence types fall under various provincial statutes. There was one reported offence of resist/obstruct a peace officer, no reported assaults against police and no SBOR reported. The likelihood of a member being called out is also low.

Roddickton has experienced some resource issues

this past year

The options to consider for both St. Anthony and Roddickton detachments are consistent with that of Port Saunders and Flowers Cove.



s.14

s.16(2)

s.16(2)

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Commanders in consultation with the DPO and community leaders should consider new service delivery model/expectations to minimize OR costs when the risk of call outs is low.

It is worthy to note that any increase in OR designation on the Northern Peninsula will aid in the mitigation of risks yet may negatively impact work life balance. The overall risk is considered low for the Northern Peninsula and the service requirements are currently being met.

*X-ref Note Port Saunders.*

**Springdale** is a 6 member unit with a Sergeant in charge. Springdale is located just off the Trans Canada Highway 130 kilometers from Deer Lake, 105 kilometers from Grand Falls Windsor and 94 kilometers from Baie Verte. Springdale Detachment has a low to moderate caseload and deals with a moderate amount of violent person offences, mental health and liquor related complaints and a low prisoner count. The overall criminal code caseload per member reported in 2013 is 63. They have 3 reported offences for obstruct/resist a peace officer, no reported assaults on peace officers and 1 SBOR report. A large portion of occurrence types fall under various provincial statutes and traffic related duties.

Springdale members are often making themselves available on a volunteer basis and without compensation so as not to have working or OR designates relying on back up

Springdale has experience a low volume of calls after hours and their current practices allow for good work life balance while meeting service requirements.

As previously

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noted, some Commanders have not expanded their risking process outside of what was done under the old district policing model.

*X-ref Note Port Saunders.*

**Baie Verte** is a 5 member unit with a Corporal currently in charge (Currently running a vacancy). Baie Verte is located on the Baie Verte Peninsula approximately 62 kilometers from the Trans Canada Highway and 94 kilometers from Springdale. Baie Verte Detachment has a relatively low overall caseload and deals with a comparatively low volume of violent person offences, mental health and liquor related complaints and prisoners. The overall criminal code caseload per member reported in 2013 is 33. They have 2 reported assaults on peace officer offences, no reported offences for obstruct/resist a peace officer, and no SBOR reports captured. A large portion of occurrence types fall under various provincial statutes and traffic related duties.

experiences a minimal number of call outs after hours  
2014, the Baie Verte Detachment was covering OR and backup requests after hours from within,

Baie Verte

Up until July

This switch was mainly a result of the impact OR costs were having on the unit budget.

*X-ref Note Port Saunders.*

By

doing this we mitigate officer safety concerns while balancing service delivery, work life balance and financial responsibilities.

**Grand Falls Windsor (GFW)** is a twenty five person unit with a Staff Sergeant in charge, centrally located along the Trans Canada Highway approximately 95 kilometers from Gander, 105 kilometers from Springdale and 65 kilometers from Lewisporte. This detachment is also approximately 162 kilometers from Bay D’Espoir Detachment. The Detachment is complemented with a designated traffic unit. GFW is a busy detachment with a relatively high volume of serious person offences, prisoner volume and mental health and liquor related complaints. The overall criminal code caseload per member in 2013 is reported to be 81. The 2013 Mayor Report reflects 6 assaults on police officers and 9 resist arrests with only 1

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SBOR report submitted. GFW currently has a shift schedule that covers and experience call outs several times a week. During normal business hours, GFW has a minimum of members on shift. GFW is sufficiently staffed to manage their own OR and backup requirements. They have members on OR duty after hours, should backup be required. GFW does not entertain hubbing as it is deemed to be impracticable. The overall risk for this detachment in relation to backup is considered low based on the current establishment and scheduling practices. The current practice allows for a good work life balance and unfettered time off while meeting service requirements.

The only issue that was identified during the course of this review was that members are required to come into the office on their last RTO day in order to pick up a vehicle as they will be designated OR in the following morning commencing 0400hrs. The Reviewer made recommendations directly to the Detachment Commander upon completion of the unit review.

**Baie D'Espoir** is a three person detachment with a Corporal in charge. The position in Conne River has not been renewed. This unit is located 162 kilometers from Grand Falls Windsor. The nearest and only other detachment on the peninsula is located in Harbour Breton approximately 90 kilometers away. Bay D'Espoir has a low volume of calls for service with minimal person offences, mental health or liquor related complaint. There were only 6 prisoners held last year. The overall criminal code caseload per member in 2013 is reported to be 21. There are no reported offences against police or SBOR reporting. Call outs and request for police back up is rare. The majority of occurrence types fall under various provincial statutes and assistance. Incidents have been reported whereby citizens attend the homes of the members seeking police assistance.

**Harbour Breton** is a three person detachment with a Corporal in charge. As previously noted, the nearest and only detachment on the peninsula is located in Bay D'Espoir approximately 90 kilometers away.

Harbour Breton has a low volume of calls for service with minimal person offences, mental health or liquor related complaint. There were only 2 prisoners held last year. The overall criminal code caseload per member in 2013 is reported to be 38. There is one reported incident of resisting a police officer and no reports of assaults. Call outs and request for police back up is rare. The majority of occurrence types fall under various provincial statutes and assistance.

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## **Immediate Operational Readiness (OR) – "B" Division Review**

There is a constant balancing between affording members adequate work life balance and managing the budget, service delivery while mitigating officer safety risks.

*As previously noted, the risk is greater when a member is working alone and determines backup is required while engaged in a service response or policing activity, in these situations depending on backup from a considerable distance away may not be considered reasonable. This is a consistent concern expressed by many members where hubbing between detachments occurs, especially when the backup response is in excess of 30 minutes and could be up to as much as an hour or more. Consideration, based on the risking, should be towards designating a member OR when a member is working alone and then hubbing after hours with a neighbouring detachment. Based on a proper assessment these considerations may mitigate risks when officers are working alone with minimal impact on service delivery after hours as the overall call out are minimal.*

Both of these detachments have experienced some resource issues this past year, with hopes they will be fully staffed in the fall.

### **District Policing Officer West**

In discussion with Supt. Paul Dowden, District Policing Officer West, it became apparent that some of the Detachment Commanders, many of which have been newly appointed in their roles, do not have a clear understanding of the backup risking assessment process and may not have considered service calls, mayors reports, high risk activities and other risk factors prevalent to their policing environment during the course of their risking and/or assessment of the OR requirements. Some Commanders have not adjusted their plans to reflect the recent move from Districts to Detachments and this is reflective in the risking. (Goes to recommendation 2)

Clarification was provided with respect to the relationship between Stephenville Detachment and Burgeo Detachment. During the course of the review, the reviewer identified some confusion amongst members in relation to distinguishing the difference between "Backup" and "Service Delivery". Some members from Stephenville Detachment are of the opinion that they are providing

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This is in addition to the 2 Stephenville members on OR for Stephenville Detachment.

This is where members are required to complete a proper risk assessment in their response to include nature of the call, weather/road conditions and fatigue and adjust their response accordingly and safely. The DPO is sensitive to the issues and has mitigated risks by putting additional members on OR

It is worthy to note that the Detachment Commanders may be responsible for the management of the Detachment; it is the District Policing Officer who is responsible for the management and resourcing of the District. There are no boundaries on police service delivery.

In reference to the Northern Peninsula, the DPO has approved 2 members OR in [redacted] could manage their OR the same way to mitigate the concerns identified by members of having to respond to calls after hours

[redacted] The low volume of call outs and the low risk justifies the modification of the service delivery model for the Northern Peninsula.

The DPO has also advised Detachment Commanders that they could manage their OR as they deem appropriate, based on a proper risking, yet they are still required to manage their respective budgets.

The DPO displayed a good sense of safety and situational awareness with respect to the needs within his District.

The concerns identified with [redacted] detachments were discussed. Consideration should be given to exploring OR and Backup alternatives outlined above in relation to these detachments.

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**Labrador District – Reviewer Sgt. Ignatius Hall**

**Mary's Harbour Detachment** is a two member unit with a Corporal and a Constable. This is an isolated post situated over 200 kms from the nearest neighbouring detachment (Forteau).

Members work the same shifts together. Both members are OR after hours. One takes the initial call and contacts the second member if they are required to respond. Members report only 19 callouts during 2013 after hours. Concerns were raised in 5 of the communities policed. There is in three of these communities.

Criminal Code Caseloads are modest with 18 files per member during 2013. Risk to members (based on crime-type only) is low. There are no incidents of assault on police, 1 resist/obstruct PO and 1 SBOR report. Each Member has OR claims in excess of 500 hours per month. Members are either working or OR 7 days a week for periods up to 6-7 months. Members were aware of their commitment to be available upon taking the posting to Mary's Harbour. Work-life balance is poor. Members have to stay in the community regardless whether they are working or on OR. The members indicated in their interviews that a third member posted in the detachment would provide more of a balance with the addition of downtime. It would be beneficial for member wellness if the time between days off/away from the community was reduced.

**Happy Valley – Goose Bay Detachment** (HV-GB) provides sufficient resources to run a shift for /day. There are 15 Regular members with a Staff Sergeant in charge. The detachment has a dedicated street drug unit, traffic services, GIS (2- person), and a newly formed Crime Reduction Unit. The nearest detachment is Sheshatshiu which is 40 kms away. OR is less of an issue at HV-GB because the OR hours are minimal; Members can expect to be in OR status approx. 6 hours a month. While the probability of being called out is high while on OR, no concerns have been identified for on-call or backup. Work-life balance is good as members enjoy unfettered time off. From time-to-time, it is necessary for working members in Sheshatshiu to backup HV-GB Detachment with incidents that require a multi-member response. The HV-GB Detachment usually has no less than members but will allow to work after 5 a.m. When a member is scheduled for OR, a second member is scheduled for OR at Sheshatshiu Detachment. An interview with the NCO i/c revealed that more resources were identified for HV-GB. A plan was implemented to migrate to 24 hour coverage with no OR. Risk to members (based on crime-type) is high with 17 assault PO cases, 20 resist or obstruct PO, and 3 SBOR recorded in 2013. CC caseloads were 132 per member in 2013. HV-GB is generally self-sufficient for backup and can manage current OR within their own unit while meeting service requirements.

**Sheshatshiu Detachment** provides between hours of police coverage daily. The nearest Detachment is HV-GB approximately 40 kms away. When fully staffed, the unit consists of 10 Members (Sgt., Cpl., and 8 Csts.); one position is vacant. There are usually members scheduled on shift with coverage from OR duties are shared and 1 member is scheduled with the second member on OR out of HV-GB. Likelihood of a call-out is high. The general practice is to call out a Sheshatshiu member because most call-outs are high risk requiring an immediate response. A second Sheshatshiu member often agrees to be available in a "gentleman's agreement" but they are not

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compensated. Sometimes this method causes confusion when 2<sup>nd</sup> member not anticipating being called out.

HV-GB provides backup in situations where a multiple member response is required. OR claims are approximately 12 hours per month/member. Risk to members (based on crime-type) is high with 23 resist/obstruct cases, 7 assault PO, 6 SBOR recorded for 2013. Cases are often volatile with 370 assault cases and 199 MHCTA cases. The CC caseload per member in 2013 was 260. Sheshatshiu is self-reliant and shifts are managed within the detachment. Members live in the detachment area. Work –life balance is good with stretches of unfettered time off for members. A recommendation would be to have two members in Sheshatshiu on paid OR when nobody is scheduled to work. Another option would be to have HV-GB be primary responders in Sheshatshiu when they go to 24 hour policing.

**Hopedale Detachment** has 5 members (1 Sgt. and 4 Csts). The location is remote and fly-in only. The nearest detachment is Natuashish which is a 20 minute flight providing the RCMP twin otter plane is on the ground there. They provide      hours weekday and      hours weekend coverage. Service delivery requires a minimum of      members in the community. If below      assistance is requested from the Relief Team. There are      members scheduled for the most part

On average, there are one or two callouts per week. OR claims are approximately 150 (plus) hours a month, depending on the number of members in town. No concerns have been identified with IOR or backup. The detachment is self-sufficient and can manage both in house. There is a good work-life balance and members have sufficient days off. Hopedale has a CC caseload of 127 files per member in 2013. Risk to members (based on crime-type) is moderate, there were 3 assault PO, 3 resist/obstruct PO and 2 SBOR for 2013. The detachment is self-sufficient and can operate with the members in town. If members are away, they operate with no less than      members in community, if needed Relief Team will be called.

**Nain Detachment** is staffed with 7 regular members (1 Sgt. and 6 Csts). There is a community constable as well. It is an isolated community and the farthest Detachment away from the RCMP Air Services in Goose Bay. The nearest detachment is Natuashish with a flight time of 30 minutes. Shift coverage varies between      hours depending on weekdays /weekends. Service delivery requires a minimum of      members to stay in the community. The detachment is self-sufficient and can rely on local members to manage OR and backup. No less than      members are on shift. Should this go to      due to resource issues, one member will be OR.

OR claims are 80 – 200 hours/member/month depending on resources. There is a moderate chance of being called out after hours. No concerns were identified with OR or backup. CC caseloads were 120/member for 2013. Risk to members (based on crime-type only) is moderate with 3 resist/obstruct PO, 2 assault PO and 1 SBOR for 2013. Members posted to Nain say that staffing levels are sufficient and work-life balance is good.

**Cartwright Detachment** is a three member establishment with 1 Cpl. and 2 Csts. Cartwright is an isolated posting that can be reached via the Trans Labrador Highway. The nearest detachment is Mary's Harbour which is 220 Kms by road. It takes 4 hours to drive to Goose Bay. Hubbing is not an option. The shift

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covers hours during the weekdays and hours on the weekends. There is always a minimum of members ready to respond to calls for service.

There is a low probability of being called out (4-6 times a month). OR claims are 400 hours/month/member. Members at this posting have expressed their contentment with the 3 member concept. The work – life balance is good. No concerns were identified with OR or backup. The detachment is self-sufficient and the resourced adequately for both OR and backup. CC caseloads were 23 files per member for 2013. Risks to member (based on crime-type only) is low with 1 resist/obstruct PO, 1 SBOR, and no assault PO for 2013.

**Rigolet Detachment** provides hour coverage depending on the day of the week, weekends are longer. The detachment is staffed with 1 Cpl. and 1 Cst. Rigolet is an isolated, fly-in community. The closest detachment is Makkovik which is 30 minutes by plane. Hubbing with another detachment is not an option. Both members are either working or on-call while in the community for stretches up to 6-7 months at a time. Call-outs are minimal (only on every two weeks on average). There is a 2 member minimum in the community at any given time ready for duty. The Relief team is utilized to cover members who are ODS, AOL, or training. Work-life balance is poor. Members have to remain within the community boundaries whether they are working or on OR due to issues of response times and/or communication. OR claims are 500 hours /member/month. Risks to members (based on crime-type only) is low with 1 SBOR, no resist/obstruct PO and no assault PO for 2013. CC caseloads were 20/member/year in 2013. Members suggested it would be beneficial to have the community constable given peace officer status, fully trained and properly equipped (with all police intervention options) to augment resources. It is clear that members enjoy the compensation linked to this posting but there are pitfalls. It would be beneficial for wellness of the members to reduce the time between days off/away from the community.

**Makkovik Detachment** provides policing services up to hours a day. The detachment is staffed with 1 Cpl. and 1 Cst. Makkovik is an isolated fly-in community. The nearest detachment is Rigolet which is 20-30 minutes by flight. Hubbing is not an option for this area. When one member is working, the second member is on OR. The likelihood of being called out is low. Members remain in the community for lengthy stretches of time. There is a 2 member minimum in the community at any given time ready for duty. Due to communication barriers, members do not venture away from the community core when off shift. Work-life balance is poor. OR claims are 500 hours /member/month. The Relief team is utilized to cover members who are ODS, AOL, or training. Risks to members (based on crime-type only) is low with no SBOR, no resist/obstruct PO and no assault PO for 2013. CC caseloads were 19/member/year in 2013. It is recommended that it would be beneficial to the members to reduce the time between days off/away from the community.

**Forteau Detachment** provides up to hours a day, The members remain flexible regarding hours on weekends to accommodate for community activities. O/T is rarely claimed for a shift change. Forteau is isolated and the closest detachment is Mary's Harbour



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. Hubbing for calls for service/backup is not an option. The detachment consists of 1 Cpl. and 1 Cst. OR claims per member is 520 hours/month. The Relief Team is used to accommodate for ODS, Training, AOL, etc. Members always carry a portable radio, whether working or not. There is constant communication between the members. Members often wait 5-6 months between trips out of the community. Otherwise, members are always either working or on-call. There is no unfettered time off. Work-life balance is poor. There's a two member minimum in the community. The likelihood of being called out is low – twice a month on average. The detachment is self-reliant for back-up. QPP is just across the border in Quebec and may be called for help in extreme circumstances. Risk to members (based on crime-type only) is low, no SBOR, no obstruct/resist PO and no assault PO for 2013. CC caseloads were 20 files / member / year for 2013. A recommendation for increased frequency of downtime would be beneficial for the wellness of the members (suggested is 2 weeks out at a time 4 times/year).

**Postville Community Office** is staffed a maximum of [redacted] by two Relief Team (RT) members. The community is isolated and has 180 people with 30 seasonal miners traveling to Michelin Camp approximately 1.5 hours away on snowmobile. The closest community is Makkovic by plane, approximately 30 minutes. The RT operates on a permanent schedule and members work [redacted] hour shifts. The RT is based out of HV-GB. When RT members are in the community, they work their schedule and are placed on OR for the balance. There is a minimum of 2 members flown into the community at a time. While members are in Postville, they are either on duty or on-call. The members rely on each other for backup. Hubbing is not an option for Postville. Risk to members (based on crime-type only) is low, no SBOR, no obstruct/resist PO, and no assault PO. CC caseloads in 2013 were 9 per member. There were only 63 total occurrence stats recorded for 2013. A recommendation would be to look at the required coverage for this area with a view of adjusting it.

**Natuashish Detachment** has scheduled coverage [redacted] hours a day during the week, [redacted] on weekends. The detachment is staffed with 6 members (1 Sgt. and 5 Csts.) This is a fly-in isolated post. The closest detachment is Nain which is approximately 30 minutes flight. A member may not be on shift or OR but they are often counted on for backup. A business case was submitted with the documentation provided for this review. The submission justifies reasons why a [redacted] member should be placed on OA in addition [redacted]. The probability of being called out is high (whether on call or not). The Mushuau Innu First Nations Band has banned all intoxicants on the Reserve. Members frequently get called in for searches of planes and boats for contraband. [redacted]

A minimum of [redacted] members is required to mitigate the risks during these searches. Re-scheduling is done to accommodate ODS, Training, and AOL. A minimum of 4 members remain in the community. If below four, the Relief Team is used. The detachment is self-reliant for backup. When asked if there is a work/life balance at this posting a [redacted]

[redacted] Hubbing is not an option. OR claims are 120 hours/month per member approximately. [redacted] with a high frequency of solvent/alcohol/drug abuse. Risk to members (based on crime-type) is high. There were 6 SBOR's, 1 resist/obstruct PO, 9 assault PO (4 of these were assault with a weapon or CBH) for 2013. The incidents of reported assaults are extremely high at 141 for a community population of only 900. There were 10 sexual offences reported as well. CC caseloads were 141/member in 2013. The detachment is self-reliant for [redacted]

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backup. Recommendation: the aforementioned business case outlines rationale for adding at least one additional member on OA.

**OIC Labrador District** describes that every detachment, with the exception of HV-GB and Sheshatshiu, has a backup plan that incorporates members on call - OR after hours. HV-GB will have an increase in resources and this will increase hours of coverage in the near future. Consideration has been given to the possibility of having Community Constables provide backup. Permanent hubbing is only possible in the HV-GB / Sheshatshiu area. Each detachment manages OR duties to accommodate for training, ODS, AOL, etc. Consultation sometimes takes place with the DANCO's and the Relief Team NCO i/c.

Recommendations to improve OR practices would include closing some offices during certain times (with nobody on OR). Emergency calls could be handled from elsewhere, ie. fly-in members to handle the situation. Another recommendation involves practicing seasonal hubbing in areas where you are able to drive between detachments. A realistic consequence of continuing with the current OR practices might be that RCMP becomes too expensive to be the police service of choice. The other side of the coin is the fact that it became easier to staff positions in Labrador since 2009 because of the compensation for off-duty hours.

**Observation of reviewer:** Labrador District runs like a true district. Detachment commanders are still expected to manage shifts and budgets, but, due to obstacles inherent with policing the isolated coastal areas, resources must be managed and shared throughout the district. Detachments can't run below a certain number of members, therefore, they become dependent on the support offered by the district model.

### **East District – Reviewer Sgt. Tom Murray**

**Bell Island Detachment** is a five person unit with a Sergeant in charge and one Detachment Service Assistant. Bell Island is a small island measuring 9 kilometers long by three kilometers wide located in Conception Bay. It is only accessible by ferry or by plane. It is a 20 minute ferry ride from Bell Island to the mainland at Portugal Cove. The ferry operates daily, weather permitting, from 0600 hours to 2300 hours. All members reside on the island. Members going to and from the island have commuter passes which allows them to skip the lengthy line ups. Holyrood Detachment is the nearest RCMP detachment and is 35 kilometers west of Portugal Cove. Portugal Cove is policed by the Royal Newfoundland Constabulary. The Detachment Commander manages the shift schedule to ensure appropriate OR duties are assigned and backup is available. Shift schedule coverage during the week encompasses 7 hours and 1 hour during the weekend. The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its own OR requirements due to hubbing being impracticable. 4 members are scheduled OR after hours, 1 in the event backup is required. This OR practice affords a good work life balance and unfettered RTO's when fully staffed. In the event of resource issues within the Detachment, there is a practice of the DPO approving the reallocation of resources within the District after consultation with the respective Commanders to provide interim support. This has not been an issue in the last year and a half according to the Detachment Commander. Bell Island Detachment has a moderate criminal code caseload per member reported in 2013 as 61. This detachment manages a

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minimal number of prisoners, a relatively low volume of person offences and a moderate amount of mental health complaints. The Mayor's Report for 2013 confirms two incidents of assault on police officers, three incidents of resisting arrest and two incidents that warranted the submission of SBOR reports.

The review did not identify any high risks associated with the management and practices at this detachment in respect to the OR and/or backup that would warrant changes at this time. The detachment members are happy with the current OR practices.

**Holyrood Detachment** is an eight person unit with a Staff Sergeant in charge and three Detachment Service Assistants. It is complemented with a two person GIS unit, and a two person Provost Unit. It is located 71 kilometers to the north of Ferryland Detachment and 44 kilometers to the east of Whitbourne Detachment. The Detachment Commander manages the shift schedule to ensure appropriate OR duties are assigned and backup is available. Shift schedule coverage during the week encompasses 12 hours and 12 hours during the weekend. The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its OR requirements by

This OR practice affords a good work life balance and unfettered RTO's when fully staffed. In the event of a significant occurrence back up can also be called upon from Whitbourne Detachment and Trinity Conception Detachment. Holyrood Detachment has a moderate criminal code case load per member reported in 2013 as 49. This detachment manages a minimal number of prisoners, a low volume of person offences, a moderate amount of mental health and traffic related complaints. The Mayor's Report for 2013 confirms no reported incidents of assault on police officers, three incidents of resisting arrest and two incidents that warranted the submission of SBOR reports.

None of the members of Holyrood Detachment reside in the area that they police. They are however all compliant with the Division Residency Policy with the exception of one member who was granted an exemption. The members spoken with believe that the detachment should manage its own OR but there is nothing in the risk assessment that would justify doing so. Medium to High and High to Medium risks are identified respectively for constant ODS and having 12 hours of coverage. In reviewing the detachment shift schedule it was noted that the Corporal's rotation is Monday to Friday from 0800 hours to 1600 hours. Consideration should be given to integrating the Corporal into the shift schedule rotation. This would minimize the risk, compliment the morale of the unit and provide on the road supervision for the member(s) on shift.

**Ferryland Detachment** is an eight person unit with a Sergeant in charge and one Detachment Service Assistant. It is located 71 kilometers to the south of Holyrood Detachment. The Detachment Commander manages the shift schedule to ensure appropriate OR duties are assigned and backup is available. Shift schedule coverage during the week encompasses 12 hours and 12 hours during the weekend. The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its OR requirements by

This OR practice affords a good work life balance and unfettered RTO's when fully staffed. Ferryland Detachment has a moderate criminal code case load per member reported in 2013 as 68. This detachment manages a minimal volume of prisoners, a relatively low volume of person offences and of mental health complaints. The Mayor's Report for 2013 confirms no reported incidents of assault on police officers, of resisting arrest or incidents that warranted the submission of SBOR reports.

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All members are compliant with the Division Residency Policy with the exception of one member who was granted an exemption. Trepassey Detachment, a two person unit, was merged with Ferryland Detachment when the District Policing Model reverted back to the Detachment Policing Model in B Division in April, 2013. Trepassey is located 71 kilometers to the southwest of Ferryland. There are still 2 members residing in Force Housing in Trepassey.

It should be noted, that many detachment members still continue to practice voluntary availability for the designated OR member. This is done without compensation in the interest of safety and of a timely response. This practice still exists in Ferryland Detachment and in the majority of detachments in the Division. The members spoken with believe that Ferryland Detachment should manage its own OR but there is nothing in the risk assessment that would give it justification. The review did not identify any high risks associated with the management and practices at this detachment in respect to the OR and/or backup that would warrant changes at this time.

**Trinity Conception Detachment** is a twenty eight person unit with a Staff Sergeant in charge and three Detachment Service Assistants. It is complemented with a two person GIS unit. It is located 56 kilometers northeast of Whitbourne Detachment and 62 kilometers northwest of Holyrood Detachment. The Operations NCO manages the shift schedule to ensure appropriate OR duties are assigned and backup is available. Shift schedule coverage encompasses hours daily covering from hours. The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its own OR requirements due to hubbing being impracticable.

in the event backup is required. This OR practice affords a good work life balance and unfettered RTO's. Trinity Conception Detachment is a busy unit with a relatively high volume of serious person offences, prisoner volume, mental health and traffic related complaints. It has a high volume criminal code caseload per member reported in 2013 as 94. The Mayor's Report for 2013 confirms three incidents of assault on police officers, no incidents of resisting arrest and nine incidents that warranted the submission of SBOR reports.

All members with the exception of 5 are compliant with the Division Residency Policy. These 5 members have been given residency exemptions. The review did not identify any high risks associated with the management and practices at this detachment in respect to the OR and/or backup that would warrant changes at this time. The members are happy with the current OR practices.

**Whitbourne Detachment** is an eight person unit with a Sergeant in charge and one Detachment Service Assistant. It is located 44 kilometers west of Holyrood Detachment, 48 kilometers northeast of Placentia Detachment, 56 kilometers southwest of Trinity Conception Detachment and 107 km east of Clarendville Detachment. The Detachment Commander manages the shift schedule to ensure appropriate OR duties are assigned and backup is available. Shift schedule coverage during the week encompasses hours and hours during the weekend. The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its OR requirements by

This OR practice affords a good work life balance and unfettered RTO's when fully staffed. Whitbourne Detachment has a moderate criminal code case load per member reported in

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2013 as 51. This detachment manages a minimal volume of prisoners, a moderate volume of person offences, of mental health and traffic complaints. The Mayor’s Report for 2013 confirms no reported incidents of assault on police officers, of resisting arrest or incidents that warranted the submission of SBOR reports.

Whitbourne Detachment members but the majority of time after hours will practice voluntary availability for the designated OR member of the unit. This is done without compensation in the interest of safety and of a timely response. All members are compliant with the Division Residency Policy. The members spoken with believe that the detachment should manage its own OR but there is nothing in the risk assessment that would give it justification. The review did not identify any high risks associated with the management and practices at this detachment in respect to the OR and/or backup that would warrant changes at this time.

**Placentia Detachment** is a six person unit with a Sergeant in charge and one Detachment Service Assistant. It is located 48 kilometers southwest of Whitbourne Detachment, and 98 kilometers southwest of Trinity Conception Detachment. The Detachment Commander manages the shift schedule to ensure appropriate OR duties are assigned and backup is available. Shift schedule coverage during the week encompasses hours and hours during the weekend. The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its OR requirements by

This OR practice affords a good work life balance and unfettered RTO’s when fully staffed. Placentia Detachment has a low criminal code case load per member reported in 2013 as 41. The Mayor’s Report for 2013 confirms five reported incidents of assault on police officers, one incident of resisting arrest and three incidents that warranted the submission of SBOR reports.

Placentia Detachment members but the majority of time after hours will practice voluntary availability for the designated OR member of the unit. This is done without compensation in the interest of safety and of a timely response. All members are compliant with the Division Residency Policy. The members spoken with believe that the detachment should manage its own OR but there is nothing in the risk assessment that would give it justification. The review did not identify any high risks associated with the management and practices at this detachment in respect to the OR and/or backup that would warrant changes at this time.

**Clareville Detachment** is a thirteen person unit with a Staff Sergeant in charge and two Detachment Service Assistants. It is located 107 km west of Whitbourne Detachment, 122 kilometers southwest of Bonavista Detachment and 89 kilometers east of Glovertown Detachment. The Detachment Commander manages the shift schedule to ensure appropriate OR duties are assigned and backup is available. Shift schedule coverage encompasses hours daily Sunday to Wednesday hours and hours Thursday to Saturday covering from The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its own OR requirements due to hubbing being impracticable.

in the event backup is required. This OR practice affords a good work life balance and unfettered RTO’s when fully staffed. Clareville Detachment has a moderate criminal code case load per member reported in 2013 as 62. This detachment manages a moderate volume of prisoners, of person offences, of mental health and traffic related complaints. The Mayor’s Report for 2013 confirms no reported incidents of assault on police

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officers, one incident of resisting arrest and three incidents that warranted the submission of SBOR reports.

All members are compliant with the Division Residency Policy. The review did not identify any high risks associated with the management and practices at this detachment in respect to the OR and/or backup that would warrant changes at this time. The members are happy with the current OR practices.

**Bonavista Detachment** is a seven person unit with a Sergeant in charge and one Detachment Service Assistant. It is located 122 kilometers northeast of Clarendville Detachment. The Detachment Commander manages the shift schedule to ensure appropriate OR duties are assigned and backup is available. Shift schedule coverage encompasses hours daily covering from hours. The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its own OR requirements due to hubbing being impracticable.

in the event backup is required. This OR practice affords a good work life balance and unfettered RTO's when fully staffed. Bonavista Detachment has a moderate criminal code case load per member reported in 2013 as 59. This detachment manages a minimal volume of prisoners, a moderate volume of person offences, mental health and traffic related complaints. The Mayor's Report for 2013 confirms two reported incidents of assault on police officers, three incidents of resisting arrest and two incidents that warranted the submission of SBOR reports.

All

members are compliant with the Division Residency Policy. The review did not identify any high risks associated with the management and practices at this detachment in respect to the OR and/or backup that would warrant changes at this time. The members are happy with the current OR practices.

**Burin Peninsula Detachment** is a twenty one person unit with a Staff Sergeant in charge and four Detachment Service Assistants. It is located 175 kilometers southwest of Clarendville Detachment. The Operations NCO manages the shift schedule to ensure appropriate OR duties are assigned and backup is available. Shift schedule coverage encompasses hours daily covering from hours. The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its own OR requirements due to hubbing being impracticable.

This OR practice affords a good work life balance and unfettered RTO's when fully staffed. Burin Peninsula Detachment manages a large volume of prisoners, of mental health and traffic related complaints together with a moderate volume of person offences. The overall criminal code caseload per member reported in 2013 was 71. The Mayor's Report for 2013 confirms four incidents of assault on police officers, eleven incidents of resisting arrest and two incidents that warranted the submission of SBOR reports.

All members are compliant with the Division Residency Policy. The review did not identify any high risks associated with the management and practices at this detachment in respect to the OR and/or backup that would warrant changes at this time. The members are happy with the current OR practices.

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**Glovertown Detachment** is a six person unit with a Sergeant in charge and one Detachment Service Assistant. It is located 60 kilometers east of Gander Detachment, 89 kilometers west of Clarendville Detachment. The Detachment Commander manages the shift to ensure appropriate OR duties are assigned and backup is available. Shift coverage encompasses hours during the week and hours on the weekend. The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its OR requirements by

This OR practice affords a good work life balance and unfettered RTO's when fully staffed. Glovertown Detachment has a high criminal code case load per member reported in 2013 as 99. This detachment manages a minimal volume of prisoners, a large volume of person offences, and a moderate volume of mental health and traffic related complaints. The Mayor's Report for 2013 confirms one reported incident of assault on police an officer, five incidents of resisting arrest and no incidents that warranted the submission of SBOR reports.

Glovertown

Detachment members but the majority of time after hours will practice voluntary availability for the designated OR member of the unit. This is done without compensation in the interest of safety and of a timely response. All members are compliant with the Division Residency Policy. The member spoken with believes that the detachment should manage its own OR but there is nothing in the risk assessment that would give it justification. The review did not identify any high risks associated with the management and practices at this detachment in respect to the OR and/or backup that would warrant changes at this time.

**New Wes Valley Detachment** is a three person unit with a Corporal in charge and one Detachment Service Assistant. It is located 89 kilometer southeast of Carmanville Detachment and 101 kilometers northeast of Glovertown Detachment. The Detachment Commander manages the shift to ensure appropriate OR duties are assigned and backup is available. Shift coverage encompasses hours of coverage daily. The risk assessment indicates that when fully staffed the detachment is adequately resourced to manage multi member responses and backup requirements from within. The detachment manages its OR requirements by

This OR practice does not afford good work life balance in 3 person units. Past experience has shown that extended periods of on call in these small units have resulted in member burn out and extended periods of ODS. New Wes Valley Detachment has a low criminal code case load per member reported in 2013 as 50. This detachment manages an extremely low volume of prisoners, of person offences, of mental health and traffic complaints. The Mayor's Report for 2013 confirms one reported incident of an assault on a police officer, no incidents of resisting arrest or incidents that warranted the submission of SBOR reports.

All members are compliant with the Division Residency Policy. Consideration should be given to amalgamate, close or increase complement in these smaller units due to the high risk associated with excessive hours on call.

**Carmanville Detachment** is a three person unit with a Corporal in charge and one Detachment Service Assistant. It is located 64 kilometers northwest of Gander Detachment, 85 kilometers northwest of New Wes Valley Detachment and 92 kilometers southeast of Twillingate Detachment. The Detachment Commander manages the shift to ensure appropriate OR duties are assigned and backup is available. Shift coverage encompasses hours of coverage daily. The risk assessment indicates that when fully

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staffed the detachment is adequately resourced to manage multi member responses and backup requirements from within. This detachment is now up to full strength as of August, 2014, however recent human resource issues had only one member operational in this unit for an extended period of time. A relief member was brought in to cover off this situation. Any issues which deplete the human resources particularly of a 3 person unit does not provide for a good work life balance for the remaining member(s). This can result in member burn out and extended periods of ODS. Consideration should be given to amalgamation of some of these smaller units. This detachment manages its OR requirements by

Carmanville Detachment has a low criminal code case load per member reported in 2013 as 42. This detachment manages an extremely low volume of prisoners, of person offences, of mental health and traffic related complaints. The Mayor's Report for 2013 confirms there were no reported incidents of assaults on police officers, resisting arrest or incidents that warranted the submission of SBOR reports. All members are compliant with the Division Residency Policy. in these smaller units due to the high risk associated with excessive hours on call.

**Twillingate Detachment** is a four person unit with a Corporal in charge and one Detachment Service Assistant. It is located 90 kilometer northeast of Lewisporte Detachment, and 92 kilometers northwest of Carmanville Detachment. The Detachment Commander manages the shift to ensure appropriate OR duties are assigned and backup is available. Shift coverage encompasses : hours during the week and hours on the weekend. The risk assessment indicates that when fully staffed the detachment is adequately resourced to manage multi member responses and backup requirements from within. This detachment manages its OR requirements by

Twillingate members are encouraged to call a Twillingate member first if a priority call comes in. This OR practice affords a good work life balance and unfettered RTO's when fully staffed. Twillingate Detachment is currently operating with three members. Twillingate Detachment has a low criminal code case load per member reported in 2013 as 42. This detachment manages a low volume of prisoners, of person offences, of mental health and traffic related complaints. The Mayor's Report for 2013 confirms no reported incidents of assaults on police officers, resisting arrest or incidents that warranted the submission of SBOR reports. All members are compliant with the Division Residency Policy. The review did not identify any high risks associated with the management and practices at this detachment in respect to the OR and/or backup that would warrant changes at this time.

**Fogo Island Detachment** is a three person unit with a Corporal in charge and one Detachment Service Assistant. Fogo Island is the largest of the offshore islands of Newfoundland and Labrador. The island is 25 kilometers long by 14 kilometers wide and lies off the Northeast coast. It is only accessible by ferry or by plane. It is a one hour ferry ride from the community of Farewell to Fogo Island. The ferry operates daily, weather permitting, making 4 to 5 trips until 2030 hours during the summer months and until 1830 hours in the winter. Carmanville and Twillingate Detachments are 65 and 67 kilometers respectively from the community of Farewell. The Detachment Commander manages the shift schedule to ensure appropriate OR duties are assigned and backup is available. Shift schedule coverage encompasses hours daily. The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its own OR requirements due to hubbing being impracticable.



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This detachment manages the OR with its limited human resources but it falls short on providing for a good life balance for the members. Members in this detachment are on call from 300 to 500 hours per month. In the event of resource issues within the Detachment, there is a practice of the DPO approving the reallocation of resources within the District after consultation with the respective Commanders to provide interim support. This has not been an issue according to the Detachment Commander. Fogo Island Detachment has a low criminal code caseload per member reported in 2013 as 20. This detachment manages a relatively low volume of prisoners, of person offences, of mental health and traffic related complaints. The Mayor's Report for 2013 confirms two incidents of assault on police officers, three incidents of resisting arrest and no incidents that warranted the submission of SBOR reports.

All members reside

on Fogo Island which is compliant with the Division Residency Policy. Consideration should be given to increase complement in this small units due to the high risk associated with excessive hours on call.

**Gander Detachment** is a twelve person unit with a Sergeant in charge and one Detachment Service Assistant. It is located 61 kilometers southeast of Lewisporte Detachment, 61 kilometers west of Glovertown Detachment and 64 kilometers southwest of Carmanville Detachment. The Detachment Commander manages the shift to ensure appropriate OR duties are assigned and backup is available. Shift schedule coverage during the week encompasses hours and hours during the weekend. The risk assessment indicates that the detachment is adequately resourced to manage multi member responses and backup requirements. The detachment manages its own OR requirements and from time to time will rely on the neighbouring detachments for back up

The OR member in

turn relies on the cooperation of other Gander Detachment members when assistance is required. This is done without compensation and provides a more timely response to calls for service. Gander Detachment has a moderate criminal code case load per member reported in 2013 as 78. This detachment manages a large volume of prisoners from other units, a moderate volume of person offences, of mental health and traffic related complaints. The Mayor's Report for 2013 confirms one reported incident of an assault on a police officer, nine incidents of resisting arrest and one incident that warranted the submission of an SBOR report.

All members with the

exception of one who was granted an exemption are compliant with the Division Residency Policy. The members spoken with believe that the detachment should manage its own OR but there is nothing in the risk assessment that would give it justification.

in Gander. I believe

this risk has been mitigated with the creation of the Crime Suppression Team. The review did not identify any high risks associated with the management and practices at this detachment in respect to the OR and/or backup that would warrant changes at this time.

**Lewisporte Detachment** is a six person unit with a Sergeant in charge and one Detachment Service Assistant. It is located 61 kilometers northwest of Gander Detachment, 90 Kilometers southwest of Twillingate Detachment and 64 kilometers northeast of Grand Falls. At the time of this review Lewisporte Detachment was experiencing human resource shortages. One member on two members transferring in (delayed) and one member Shift coverage was being provided by the Detachment Commander and one constable covering one shift of hours and hours of OR daily. Neighbouring detachments were also being utilized for back up as required. The Detachment Commander manages the

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shift to ensure appropriate OR duties are assigned and backup is available. Normal shift coverage with 100% human resource encompasses hour shift coverage during the week and 12 hours shift coverage on the weekend. The risk assessment indicates that when fully staffed the detachment is adequately resourced to manage multi member responses and backup requirements from within. The detachment manages its OR requirements by

Lewisporte Detachment has a moderate criminal code case load per member reported in 2013 as 80. This detachment manages a minimal volume of prisoners, a low volume of person offences, a moderate amount of mental health and traffic related complaints. The Mayor's Report for 2013 confirms two reported incidents of assault on police officers, seven incidents of resisting arrest and two incidents that warranted the submission of SBOR reports.

All members with the exception of the Detachment Commander are compliant with the Division Residency Policy. The member spoken with believes that the detachment should manage its own OR but there is nothing in the risk assessment that would give it justification.

The Detachment Commander is working in conjunction with the DPO to resolve the situation.

**The District Policing Officer East** confirms that the Backup Plan unit risk assessments completed by each detachment in the East District are accurate. The risk assessments are continually being monitored by the detachment commanders and when new risks are identified they are being added and put in place. The risk assessments are the key to the strong process that is currently in place. There are concerns however with the impact on members in 3 to 5 person units if we are looking at modifying routine backup. Many members are either renting or are in quarters as a secondary home in their detachment area. When they are not on call or on shift they are not in the community. Once we start paying these members and they have to be in the community this will have an impact on the membership that will not necessarily be positive. Twillingate, Carmanville and New Wes Valley Detachments for example are units with relatively low volume of calls, few prisoners and minimal threats in the communities. The combined resources of those 3 units are 10 members with at least 4 members living in quarters which are their secondary homes. When you take in consideration training, leave, ODS etc.,

If this trend continues then we are going to have disgruntled members. Our members' safety and well-being is top priority. This is what the Backup Plan and unit risk assessments are all about.

### **National Policy Centre**

Inquiries were made with the National Operational Policy and Compliance Centre with the Contract and Aboriginal Policing Branch in hopes of bringing some clearer understanding, with respect to RCMP policy parts subject to this review, around what is considered reasonable when it comes to “readily available backup” and what would be considered a reasonable response time for backup assistance.

The national policy centre indicated that all first responder units are to have a unit backup plan which reflects the requirement of the unit risk assessment and provides for readily available backup for any member required to respond to calls for service. Furthermore, the unit back up plan is intended to provide a picture by progressively working through a response related to activities at the identified unit, identify areas of risk, identify mitigating strategies that are in place, the efficiencies of those strategies,

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and what level of risk is left over after all local efforts have been made. The residual risks are then elevated to the audience with the power to say yes.

The National Policy Centre supports the Reviewers position in recognizing that the complexity and variety of service delivery models of RCMP policing throughout the country does not allow for and is problematic in narrowly defining what would constitute “readily available backup” or implement a minimum standard in relation to response times. As such, the national policies around backup and operational readiness in its current form highlights the importance of having a backup plan and is crafted in a manner (Nationally) to allow the necessary flexibility when developing backup plans understanding that the complexities within policing and the diversity throughout Canada (geographical location, population, calls for services, etc) make this requirement unique to each detachment/unit throughout the country.

There is no mathematical formula or one size fits all matrix that can be applied to this requirement. It has to be conducted independently taking into consideration the necessary consultation, risk assessments and totality of jurisdiction being policed.

Prior to publication, the National Policy had been reviewed by the RCMP Legal Services.

### **Legal Services**

Legal Services advised that the national policies related to backup and operational response were, at the time, reviewed by them. Therefore their response to this current review was limited and consisted of ensuring that the references in this report to legislation and case law as well as the legal background to these policies and practices are accurate and up to date. They did however put some context around the compliance standard for ss. 124 and 125 of the Canada Labour Code (CLC):

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After careful consideration and review of the respective policy parts as well as the guiding legislation, the Reviewers support the rationale provided by both the National Policy Centre and Legal Services in that

As such, the Reviewers will be making no recommendations in relation to setting Division parameters. The application of “Immediate Operational Readiness” is a risk based exercise and cannot be consistently applied throughout the division or from detachment to detachment.

### **Review Recommendations**

While there are some recommendations within this report that are specific to a particular Detachment or region for the Commander and/or DPO to consider, there are a number of general recommendations submitted by the Reviewers for consideration.

The Immediate Operational Readiness Review has identified that the “B” Division OCC does not have access nor are operators familiar with the Detachment Backup plans as outlined in Ops Man 16.9.3.4.5.. The OCC should be able to identify the nearest possible backup resource based on their knowledge and tracking of where members are currently working in neighbouring detachments or support units.

***Recommendation 1:*** District Policing Officers ensure that current copies of individual Risk Assessment Backup plans are provided to the OCC Manager. The OCC Manager is to ensure a process is initiated to ensure OCC operators are familiar with Division Backup plans and that they have a means to catalogue and reference same in the course of their day to day operations.

During the course of this Review, it was evident that many members were unfamiliar with their own unit backup plans and/or were not engaged in the risking process. Although all Detachments had a current backup plan in place, the quality of the critical risk assessment in completing a number of the 6305 Backup plan is questionable. The understanding of the risking process and a properly completed unit risk assessment and backup plan is critical in being able to make an informed decision in mitigating risk.

Commanders, based on an ongoing risking process, should carefully weigh their service requirements for designating OR and backup provisions when a member is working alone as well as designating OR for after hour service delivery. Throughout this process, consideration must be given to the viability of hubbing on a regular, periodic (low risk times of the week) or seasonal basis while factoring in crime severity, low and high risk periods, geographics, environment and service delivery expectations. Commanders must balance safety with service delivery and be able to make the distinction between them when assessing risk.

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***Recommendation 2:*** District Policing Officers ensure all 6305's are updated by and reviewed with the respective Detachment Commander as outlined in National Operations Manual Part 16.9 and in consideration of the related legislative requirements and Operational Readiness guidelines. It is imperative that the risk analysis be meaningful and a true reflection of the respective Detachments.

As previously noted within this report, there is nothing within the referenced policy parts precluding any member from availing of other options for support and backup such as; calling on off duty members not designated OR, requesting assistance from members working in neighbouring detachments who may be able to respond quicker than the designated OR or seeking assistance from other peace officer services. Members need to have a heightened sense of situational awareness related to their duties, policing environment and understand what support is available. It has been identified throughout the course of this review that many of our members continue to practice voluntary availability, this should be considered a credit to the fiber of our members and the practice should not be discouraged.

***Recommendation 3:*** District Policing Officers ensure all Detachment Commanders have a process in place to properly orientate their members as to viable options in obtaining backup when required.

The policies around Backup and the Immediate Action Rapid Deployment do not preclude a member from acting alone under exigent circumstances and suggests that the circumstances may require that a member respond immediately should the individual risk assessment warrant same. Members need to remain current and have confidence in their training, especially as it relates to the tactical intervention. Re-certifications critical to the health and safety of members would include, yet not limited to: annual firearms, conducted energy weapon, operational skills maintenance, scenario based training, IARD and IMIM. It is critical that the RCMP provide members with the knowledge, skills and abilities to mitigate risks associated to their employment and/or working alone. Members who display lower levels of confidence in their training and operational competency skillsets generally display a higher degree of uncertainty and concern around individual safety and working alone.

***Recommendation 4:*** Commanders are to ensure members remain current in their mandatory training.

Throughout the course of this review, it became apparent that “B” Division may benefit from conducting a review of its current provincial policing model as it relates specifically to resources and resource allocation. It may be prudent for the Division to conduct an in depth resource methodology to properly support a needs assessment and any future resource asks.

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**Recommendation 5:** *The Division Executive Committee considers having a resource methodology review completed.*

The Reviewers identified inconsistencies between the Detailed Occurrence Reports and the SBOR reporting. To properly analyze risks, Commanders require accurate data.

**Recommendation 6:** *Detachment Commanders put a process in place to ensure SBOR reports are submitted in accordance with policy requirements outlined in Operational Manual Part 17.8.*

The RCMP has a responsibility of due diligence and does not have absolution from liability when it comes to the safety of employees. The employer must practice sincere risk management and implement processes to mitigate identified risks, while considering the varied and diverse operational service requirements. This may include (yet not limited to) proper orientation, training, equipment, operational directives and supervision.

The member also has a responsibility when it comes to individual safety. Policing, as an occupation, assumes inherent risks and these risks may be mitigated yet cannot be reduced to zero. Most incidents where officers are injured or killed on duty are independent of available backup. Situations unfold rapidly and members must rely on their training and vigilance.

The training standards adopted and provided by the RCMP to its employees are comparable to or better than that of any police service in North America. Members must be confident in their abilities while understanding their limitations in order to effectively assess work related risks. A clear understanding and proper application of risk management principles combined with the members training, intervention and personal safety equipment, and their compliance with operational guidelines will undoubtedly make for the safest working environment possible in the context of their respective duty requirements.

Prepared and submitted by: S/Sgt. Chris Fitzgerald

2014-11-17

**Pages 47 to / à 93  
are duplicates  
sont des duplicatas**

**Pages 94 to / à 118  
are not relevant  
sont non pertinentes**